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# TOKYO GAZETTE

A MONTHLY REPORT OF CURRENT POLICIES,  
OFFICIAL STATEMENTS AND STATISTICS

VOLUME IV

No. 10

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FROM EMPLOYMENT EXCHANGE TO  
VOCATIONAL GUIDANCE

*(Department of Welfare)*

THIRD REPORT ON THE COLONIZATION  
OF THE CONTINENT

*(Bureau of Northern Affairs, Department of Overseas Affairs)*

JAPAN AND ARGENTINA

ORGANIZATION OF NEIGHBOURS  
IN TAIWAN

*(Bureau of Information, Government-General of Taiwan)*

WORKMEN'S ANNUITY INSURANCE

April, 1941

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OFFICIAL STATEMENTS AND STATISTICS

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## FROM EMPLOYMENT EXCHANGE TO VOCATIONAL GUIDANCE

DEPARTMENT OF WELFARE

The TOKYO GAZETTE is published monthly by the Tokyo Gazette Publishing House under the supervision of the Board of Information. Its purpose is primarily to supply information concerning the nature of problems being confronted today by the Japanese nation as a whole, and of the governmental steps being taken to solve these problems.

The material in the TOKYO GAZETTE is selected mainly from the *Weekly Report*, edited by the same Board. The accuracy and comprehensiveness of data presented in the *Report* are fully established. For the benefit of students of Japanese affairs, the TOKYO GAZETTE is endeavouring to maintain these qualities in the hope that its publication will eliminate unfortunate misunderstandings and thus contribute to world peace and international goodwill.

Printed in Japan

IN the execution of wartime economic policies it has become increasingly important to regulate supply and demand of goods and materials, with the result that the activities of the smaller merchants and industrialists are becoming more and more restricted in scope, and in many instances serious changes are being made necessary with regard to their methods of operation. In this connection, the Government is taking every conceivable measure with a view to enabling these people to carry on as long as possible instead of discontinuing their enterprises. For this purpose, nothing is left undone to maintain and foster these smaller enterprises. In case they find it absolutely impossible to carry on any further, maximum facilities will be provided to enable them to change over to new occupations of their own choice, sufficient care being taken to avoid any feeling of pressure being brought from official quarters. In such cases, preference is given to those who are still young or to those who can easily change occupations, while the others are encouraged to hold on to their old pursuits as far as possible. Under the circumstances it is expected that a considerable number of smaller merchants and industrialists, as well as their employees will not find it worthwhile to carry on as they have been doing.

Among the most outstanding measures is the reorganization of the 378 State-operated employment bureaus throughout the country on February 1, 1941. These were renamed the Kokumin Syokugyō Sidōsyo (lit. Bureaus for the People's Vocational Guidance) on that date, which were theretofore known for a long time as the Syokugyō Syōkaizyo (lit. Employment Bureaus).

Accordingly the employment bureaus, in addition to the old functions connected with employment exchange, national registration, prevention of unnecessary shifting of labour, restrictions in the employment of young men and boys, now assume to encourage, advise and guide those desiring to change occupations.

The employment bureaus were first given a legal status as a public institution operated by cities, towns and villages under the provisions of the Employment Exchanges Law of 1921. Previously the exchanges were made available mostly through the medium of private

agencies, although some cities and towns were already beginning to operate such agencies under their own management. The promulgation of this law, therefore, served as an added stimulus whereby municipalities were encouraged to give attention to this important activity in modern industrial life, with the result that municipal employment bureaus rapidly increased in number. As a matter of fact, during the economic depression of 1929-30 these agencies played an important part in preventing, alleviating and relieving unemployment, which would otherwise have assumed serious proportions then.

Meanwhile, the Manchurian Incident broke out, which caused Japan's industries to expand at an amazing pace, particularly in the field of heavy industries, thus augmenting the demand for labour proportionately. Moreover, since the outbreak of the China Affair a few years ago, munitions and other relevant industries have developed by leaps and bounds in line with the national programme for increasing the country's productive capacity, followed by a still further increase in the demand for labour. To meet this trend, the Employment Exchanges Law was so revised as to place all the municipal employment bureaus under State management with an additional function of regulating labour besides relieving unemployment. Thus, before their further reorganization effected on February 1, 1941, as stated above, the employment agencies were playing an increasingly important part as a machinery for helping possible mobilization of labour in conjunction with the labour mobilization plan of the Government.

#### Emphasis on the Aspect of Guidance

As mentioned previously, the employment offices have been reorganized and renamed the Bureaus for the People's Vocational Guidance to assume an additional duty of providing vocational guidance besides those taken over from their predecessors, although even before their recent reorganization the agencies were operated with the object of "striving for an appropriate distribution of labour," so as to enable every Japanese subject to follow his or her occupation in such a manner as to serve the State by participating in the national activities. Thus the old bureaus have functioned more than merely as exchange agencies. Accordingly, all relevant matters were duly taken into consideration in operating the employment offices for the purpose of providing such guidance. Such being the case, the recent renaming of these agencies may be construed as a step calculated for laying special emphasis on such vocational guidance.

The need for the guidance is most keenly felt at the present moment when it is estimated that a considerable amount of labour will have to be dispensed with by the smaller merchants and industrialists, as it will inevitably devolve upon the employment bureaus to provide guidance and good offices in directing spare labour to such industries as may need it most urgently under the current emergency. The staffs of the employment bureaus in many cities, therefore, have recently been reinforced by full-time officials newly chosen from among the public to take charge of such guidance. Besides these, it has been arranged that "vocational directors" be commissioned for the city areas and also for such towns and villages as may require them, for the purpose of giving advices and guidance individually to employers and employees who desire to change occupations. Like the members of the district social welfare commission these "directors" are to be chosen from among those who are well versed and keenly interested in industrial and economic trends and the actual conditions in industrial circles. In giving advices to those desiring to make a fresh start in life, the vocational directors are required constantly to keep in touch with the employment bureaus in their respective districts.

Regional planning and execution of measures for facilitating occupational changes among the smaller merchants and industrialists are coordinated by the prefectural governments concerned in cooperation with the "prefectural councils on measures for occupational changes." The prefectural governments are also required to assist industrial associations and other organizations in case these bodies seek guidance for collective action, such as amalgamation or coordination of enterprises. But, when a question of this nature has been settled with the assistance of the prefectural government concerned, those who may be required to change occupations as the result of such a settlement will have to turn to the employment offices for necessary guidance. The employment bureaus, which are in a position to place men best suited for any particular job according to their respective qualifications, can meet the demands by such industries which may be in urgent need of help. There may be cases where persons changing occupations will have to make a fresh start in life as munitions workers; where they may desire to be trained as mechanics or clerks at the vocational training stations attached to the employment bureaus; or where they may seek their fortunes on the Asiatic mainland as settlers. Training may also be given at the national training stations for workers to those who desire to qualify themselves for the new jobs they have chosen. In all such cases the employment bureaus will render every possible assistance

to those changing occupations in order to enable them to best serve the State through their new pursuits.

#### Organization and Activities of New Agencies

As has been stated, there are 378 bureaus for people's vocational guidance distributed throughout the country. These agencies, together with 155 branch offices, cover practically all the important districts of the empire. They keep in touch with one another, thus coordinating their activities so as to produce the best possible results in the performance of their duties. Needless to say, the new agencies in the major cities differ from those in the minor municipalities both in scope and organization. Those in the six large cities and in northern Kyusyu consist of four divisions, including the general affairs, registration, employment and occupational changes, the last-named division being mainly in charge of providing guidance for those who desire to change occupations. The offices in localities other than those mentioned above are divided into two or three sections, namely, the general affairs and business sections or with the addition of the occupational section.

The new employment agencies throughout the country are today finding employment for 1,500,000 unemployed annually. Thus the results so far attained warrants success which may be achieved by these agencies in caring for those changing occupations, although this phase of the work is not altogether an easy matter. In this connection those who are required to make changes are encouraged, and asked to have faith in the new agencies and resolutely leave their old pursuits and make a fresh start in life.

#### Other Facilities for Required Guidance

In addition to the employment agencies other facilities, such as the National Training Stations for Workers, the People's Restoration-Loan Chest and various other institutions for vocational training and guidance, have also been made available for those desiring to change occupations.

The National Training Stations for Workers are to take care of those who desire to undergo necessary training, both spiritual and physical, because of various circumstances preventing them from immediately effecting occupational changes. There are only two of these stations opened so far, one in Tokyo and the other in Osaka. Each of these stations, giving a month's training to about 1,000 men at a time, is expected to do all that it can to cooperate with the employment agencies so as to place the trainees in such new jobs

as are deemed best suited to them, with due regard for their domestic circumstances as well as their mental and physical aptitude. It has also been arranged that the existing institutions for vocational guidance and training other than those mentioned above will be improved in equipment and enlarged in scope, in order to enable them to render all possible assistance in qualifying those changing occupations to make a fresh start in life.

## FIELD SERVICE CODE

—Adopted by the War Department on January 8, 1941—

## CHAPTER II

## 1. Piety

The Gods look upon us from above.

Be not unworthy of divine protection by being pure in heart, just in action, profound and sincere in your piety, constantly mindful of the loyalty you owe the Emperor and of your duty to your parents.

## 2. Filial Piety

Loyalty and filial piety, as one, form the essence of our national morality ; a loyal subject is always a dutiful son.

Endeavour to manifest the best traditions of our forefathers by bearing in mind the wishes of your parents, thereby fulfilling the sacred duty of a loyal subject on the battlefield.

## 3. Salutes and Manners

The salute is the expression of a sincere feeling of obedience and is also a symbol of unity between those above and those below.

Salutes must be strictly executed in the field. If a soldier is filled with the sense of decorum and strict in practising good manners, it shows that he is a strong warrior.

## 4. The Way of Comrades in Arms

Comrades in arms, united in life and in death for the Imperial cause, should display full mutual trust, should always endeavour to improve each other ; assist each other in distress, and restrain each other against excesses, in order that they may jointly fulfil their duty as soldiers.

## 5. Initiative in Exemplary Conduct

Leaders should be zealous in giving a worthy example in everything. If there is disorder above, those below will be unruly.

Action is prized in the field. Leaders should provide the example by acting more courageously than others.

## 6. Responsibility

Duty is sacred. One's responsibility is extremely heavy. Each

and every task must be performed with the utmost care, until all available means are exhausted. Those who have a strong sense of responsibility are the bravest of the brave in the field.

## 7. View of Life and Death

The lofty spirit of self-sacrificing service to the State must prevail in life and in death.

Do your duty with heart and soul, regardless of life or death. After exerting all your powers, spiritually and physically, calmly face death rejoicing in the hope to live in the eternal cause for which you serve.

## 8. Honour

Strong are those who have a keen sense of honour.

Meet the expectations of your family and home community by making effort upon effort, always mindful of the honour of your name. If alive, do not suffer the disgrace of being a prisoner ; in death, do not leave behind a name soiled by misdeeds.

## 9. Simplicity and Fortitude

Let simplicity guide your daily life on the battlefield ; promote habits of fortitude and a high morale.

Life on the field must be plain ; consider privation your daily lot and endeavour to be thrifty ; luxury saps valour.

## 10. Integrity

Integrity is the foundation of the spirit of the warrior. How can a man who cannot conquer his worldly desires devote his life to the country.

Be austere in your daily behaviour ; deal with matters justly, so that you will not be ashamed of your conduct in the sight of God and man.

## CHAPTER III

## 1. Counsel Concerning Field Service

(1) A moment's negligence may result in an unexpected catastrophe. Be constantly on your guard. Do not despise your enemy or the natives. Do not be negligent after a small success. Know that carelessness brings disaster.

(2) Guard military secrets carefully ; spies are always about.

(3) Sentry duty is important. Upon the sentry rests the safety

of an army; he also represents the discipline of an army. Those on sentry duty must devote their entire person to the task which must be sternly carried out. Accord the sentry high respect.

(4) Ideological warfare is an important phase in modern conflict. Destroy propaganda and fabrications of the enemy, by your unshakable faith in the cause for which the Empire stands, and endeavour to spread *Kōdō*.

(5) Rumours arise from a lack of confidence. Do not be misled; do not be agitated by them. Firmly believe in the strength of the Imperial Army and deeply trust your superiors.

(6) Be mindful to protect enemy property and resources. Requisitions, seizures, and the destruction of goods and similar actions must be executed in keeping with the regulations and always under the orders of your commanding officer.

(7) Be gentle to and protect innocent inhabitants in a spirit of benevolence in accordance with the true ideal of the Imperial Army.

(8) Those in the field must not indulge in wine and women or allow desire to becloud their consciences thereby damaging the prestige of the Imperial Army and causing the dissipation of a body dedicated to service. They should exercise self-control lest they besmirch the pure character of warriors.

(9) Control your anger and suppress your grudges. The ancients said "Consider anger your enemy." A moment's violence often leaves causes for long regret.

The severity of military law is designed especially to uphold the good name of soldiers and to preserve the dignity of the Imperial Army. Always remember the oath that you made and the deep emotion that you felt when you left home; call to mind how your parents, your wife and your children think of you, and avoid exposing yourself to crime.

## 2. Achievements of Soldiers in Service

(1) Foster the tradition of respecting martial attainments; cultivate and train the warrior's virtues and arts. Remember that "Do not allow yourself to become bored" is the saying of an ancient general.

(2) Do not allow yourself to worry about the fate of those at home in the event of your death, but devote yourself wholly to service. Be always ready to meet death without regret by settling your affairs beforehand.

A soldier is always prepared to expose his corpse on the field. Let his family know that, at times, even his ashes may not reach them.

(3) There is nothing more to be regretted than to fall a victim to disease in the field. Be particularly mindful of your health so that you may not be unable to serve because of excesses.

(4) Lay to heart the saying of an ancient warrior: "My sword is my soul; my horse is my fortune." Always take good care of your arms and supplies and give humane attention to animals in the field.

(5) Virtue in the battle zone is the source of strength in combat. Always consider the interests of other units and do not monopolize billets and materials. Remember the saying "A bird taking flight does not muddle the water." Let the good reputation of the valorous Imperial Army long remain the cause of fond recollections in an alien land.

(6) Not to boast of one's achievements but to give others credit is one of the most respected traditions among warriors. Do not begrudge others their promotion or cherish resentment because your services are not recognized, but instead reflect upon your own shortcomings.

(7) Be honest always; consider exaggerations and lies as dis honourable.

(8) Always bear yourself as a member of a great nation, treading the path of righteousness and seeking justice, so that you may enhance the prestige of the Empire. Also do not show a lack of consideration for international courtesies.

(9) Should you receive the order to return home alive after braving ten thousand deaths, think of those brave souls who will not return. Be determined to become an example to the people by being careful in word and deed, renewing your vows to serve the country.

## CONCLUSION

All of the above originate from and end in the Imperial Rescript. Let them serve as a guide in putting into practice the battlefield morality so that all may be perfect in obeying the Imperial commands.

Soldiers and officers in the field: lay to heart the import of the above by fully realizing the significance of real service to the State, in order that you may carry out your duty as soldiers, thus responding to the boundless Imperial benevolence.

THIRD REPORT ON THE COLONIZATION  
OF THE CONTINENT<sup>1</sup>

BUREAU OF NORTHERN AFFAIRS, DEPARTMENT OF  
OVERSEAS AFFAIRS

WITH a view primarily to aiding Manchoukuo in the development of her agricultural resources, Japanese colonization of that part of the Asiatic Continent began as early as 1932, in the year when the new State was founded and while the hostilities were still going on in certain parts of the country. As peace and order had not yet been restored then, Japanese settlers in that country in the first two years were restricted only to the reservists. The 1st battalion of colonial soldiers, so to speak, consisted of 500 which included men from the Tohoku, Kanto and Hokuriku districts. The place selected for their settlement was Chiamussu in North Manchoukuo. After the planting of the 2nd battalion in the same place the following year, the eligibility to become colonists was extended to civilians. The districts from which they could be recruited were extended to Western Japan also. This was the beginning of the real agricultural settlers.

During the period of four years, ending in 1936, the settlement of nearly 1,800 households were successfully made, which experiment in no small degree encouraged the Government, and a programme for mass colonization was formulated in August, 1936, by the Hirota Cabinet. According to this programme which was put into effect in 1937, it is planned to send 1,000,000 families in 20 years.

In Manchoukuo, on the other hand, the Manchurian Colonization Corporation was set up in 1937 as an interim agency for facilitating the project, whereas in November of the same year, the Manchurian Migration Association was established for the purpose of expediting the recruitment of Japanese settlers.

The programme referred to above contemplates the migration of 100,000 families as the project for the first stage. Accordingly, 5,000 families in 18 groups were sent to the Continent in 1937. In the following two years, despite the expansion of the Sino-Japanese conflict, 5,000 families in 22 groups and 10,000 families in 40 groups

<sup>1</sup> See, for reference, articles entitled "Emigration of Japanese Youth to the Continent" and "A Report Concerning Collective Emigration to Manchoukuo" which appeared in the June and December, 1938, issues of TOKYO GAZETTE, respectively.

respectively were planted. In 1938, the Youth Volunteer Corps for the Colonization of Manchoukuo was organized in order to promote the plan. The immediate objective of this organization was to train Japanese youths between the ages of 16 and 19 in farming, thus moulding their character as leaders of the colonization; and accordingly 30,000 youths were recruited from the whole country. In September of the same year, an agreement was reached between Japan and Manchoukuo, providing for the strengthening of the organization and the resources of the Manchurian Colonization Corporation. On the basis of this agreement the *Manchou Tochib-kungsho* (the Manchurian Colonization Company), a juristic person incorporated in both Japan and Manchoukuo, which is under the supervision of the Manchurian Colonization Commission, was set up.

Thus the programme was successfully carried out, partly by means of mass colonization and partly by the youth-volunteer system. In the meantime, it was found necessary to reconsider all the existing measures and effect readjustment in the organizational setup, in keeping with the progress of the construction of the new order in East Asia as well as that of industrial development in the new State. Since January, 1939, various conferences have been held in connection with the Preparatory Commission for Establishing the Manchurian Colonization Policies and other agencies. Due to the vital importance of the question the Government established the Manchurian Colonization Council, a temporary deliberative organ, in August of the same year, participated in by competent authorities and official as well as non-official experts. Acting on the recommendation of the council, the Japanese and Manchoukuo Governments adopted on December 22, 1939, their respective basic policies concerning colonization, which was to be carried out beginning with 1940.

In the 1940-41 fiscal year, the goal has been set for the collective emigration of 16,000 families in 62 groups. The recruitment has been carried out smoothly, despite the shortage of farm labourers caused by the home front requirement for the expansion of productive capacity and for the increasing of farm products. Moreover, in the same year, a system of group emigration, whereby the sending of small groups each consisting of 50 families and totalling 3,000 families to strategic communications and industrial centres was adopted. The organization of the Manchurian Construction Service Corps, whose object is to facilitate the increased production of food and fodder and to promote the colonization activities at large, can also be mentioned as an important measure. Thus some 6,700 men have been sent to Manchoukuo to engage in farming, engineering and

other constructional activities. A steady progress has been made in the direction of perfecting colonization legislation, such as the Colonization Corps Law and the Colonization Cooperatives Law, which have been enacted in keeping with the spirit underlying the aforementioned basic policy.

In the past nine years the number of Japanese settlers colonized in Manchoukuo has reached 50,000 in 25,000 families while the youth volunteers have totalled 40,000.

#### Prospects of the Colonization

In the light of the past achievements, the future of the colonization of the Continent certainly looks bright. However, there still remain some problems which must be worked out before permanent success can be achieved. They are reviewed in the following :

*Methods of Farming :* What methods of farming are to be adopted by Japanese settlers is open to question. Some advocate the time-honoured farming method prevailing in Manchoukuo, while others favour the method obtaining in Hokkaido. Essentially, however, the farming methods in a newly developed land should be worked out in the light of natural and economic conditions. Undoubtedly a system of landed farmer, which enables a farmer to make proper use of his own labour, supported by animal power is preferable. As a matter of course by means of crop rotation, labour will be employed rationally and the productivity of soil best preserved.

In order to introduce new agricultural methods well adapted to the newly developed Continent, the Governments of Japan and Manchoukuo have undertaken to send from Hokkaido to Manchoukuo veteran farmers who are thoroughly experienced in cold-climate farming. A plan to establish experimental farms in principal settlements and training centres have been already carried out. Thus important experiments in agriculture on the Continent have been conducted under the direction of the Government agencies concerned.

*Cultural Life :* Among the 152 larger-group colonists already settled are included those who have achieved the pioneer stage and are devoting themselves to operating farms. Those who have established themselves economically after struggling through the initial stage of construction will step into the second period in which they will develop the culture of their own founded on the new life on the Continent.

It is true that they have provided for their own institutions and facilities to meet manifold cultural needs. For instance, each group attempted to erect its shrines and schools, besides making ample

provisions for medical and sanitary facilities. Particularly in co-operation with the Bureau of Education of the Japanese Embassy at Hsinking, they are making special efforts to institute primary education to suit local conditions. In order to settle down permanently, however, they must pay more attention to cultural matters, which are the basic factors in the enrichment of their life. Naturally the cultural needs of settlers should increase as colonization activities expand.

*Transfer of Youth Volunteer Settlers :* With regard to the origin, aims and nature of the Youth Volunteer Corps, these have been pertinently explained elsewhere. An important practical aspect of the problem relating to the Corps lies in their transfer to the group colonists.

The fact is that youths who emigrated during 1938, when the Volunteer Corps system was introduced, will have completed their three-year training and be ready to become full-fledged group colonists by October 1, 1941. The advance units started their construction work in February. They will be transferred as larger- and smaller-group colonists, numbering 16,900 and 300, respectively. As all of them are energetic young men, it is expected that many from time to time will be called to the colours. It has been decided, therefore, that for the period of four years after the establishment of such groups, the regular size of groups should be made up of from 150 to 180 members, instead of 300, which is the usual size. As a rule the instructors of the training institutes will be allowed to continue as group leaders. New instructors also will be provided for stock-raising. The subsidies from the Governments of Japan and Manchoukuo for the members of the Corps, excepting the item of passage fares, will be the same as in the case of group colonists, and are available for six years. Loans are also obtainable from the Manchoukuo Colonization Company.

*Female Settlers :* As the settlers increase in number, their matrimonial question will become an important matter. In order to cope with this situation, the Department of Overseas Affairs is carrying out various measures for its solution. Since 1939, it has attempted to train female workers who will promote the cause of Continental colonization among young women through series of lecture meetings conducted under the auspices of various prefectures. These meetings had much to do with arousing enthusiasm among young women for the Continent and, in many cases, are responsible for producing good mates for the settlers. For the 1941-42 fiscal year a plan is under way to establish a number of training institutes for women colonists on the Continent and five institutes at home. In

this connection, a worthwhile movement was recently started among primary school girls who organized the East Asia Girls Corps whose purpose is to form Youth Volunteers groups representing their villages on the Continent.

#### In Relation to Land Planning

In order to establish the highly organized national defence structure, which is the most urgent call of the hour in our country, the augmentation of productive capacity and the increase of agricultural output must be accelerated. Unfortunately, notwithstanding these needs, rural communities find themselves confronted with the dearth of labour.

As a matter of fact, Japanese agriculture can in no wise be regarded as well balanced and stable. Throughout the country, 5,500,000 farm households live on the total farm land covering 6,000,000 *cho*<sup>3</sup>, or approximately 1 *cho* per family. The land one family cultivates averages 9 *tan*<sup>4</sup>, except in Hokkaido, where the average holding is estimated at 4 *cho* and 8 *tan*. To say the least, this mathematical average is inadequate to explain actual conditions. To be more exact, as much as 48 per cent of the total area under cultivation is owned by families working on small farms of less than 5 *tan* each, 26 per cent consisting of farms between 5 *tan* and 1 *cho* each, and 18 per cent those between 1 *cho* and 3 *cho*. From these figures it may be inferred that in Japan the small farms far exceed others. Therefore, it would seem that the standard cultivatable area, which any farmer can manage without incurring debt, exceeds 3 *cho* in the northeastern part and 1 *cho* in the central or southwestern parts of the country, where intensive farming is being undertaken. Accordingly the average for the whole country would be approximately 2 *cho*, on the basis whereof the total farm land of 6,000,000 *cho* can rationally be distributed among 3,000,000 households. When this calculation is applied to 5,500,000 farm households constituting the Japanese farming population, 3,000,000 households would seem to be the maximum number Japanese agriculture can safely support on its farms, the remaining 2,500,000 constituting a surplus to be colonized elsewhere. It is most urgent, therefore, that they must be given land. The challenge of the hour, however, is how to provide new land for this surplus population. If the surplus farmers can be sent to Manchoukuo as settlers, then it will not only relieve farmers in Japan of the extraordinary pressure

<sup>3</sup> Corresponds to 2.45 acres.

<sup>4</sup> Corresponds to 0.98 rood.

under which they are working, but will also make positive contributions toward augmenting farm products in the new State.

On the other hand, land planning which forms a foundation of the highly organized national defence structure presupposes the establishment of the farming industry on a stable basis. It means the placing of farmers on a secure footing so that they can be engaged in their calling without fear as to their future.

Manchoukuo with its vast, fertile area of 30,000,000 *cho* is seeking the influx of Japanese farmers. The acquisition of the standard area of land, of which explanation has been given elsewhere, by Japanese farmers is feasible only on condition of their migration from Japan. As previously stated, the Department of Overseas Affairs had drafted a plan for sending 1,000,000 settlers to Manchoukuo in 20 years. Perhaps a greater number of Japanese settlers should be sent there in order to consolidate the State structure for national defence. For this purpose, it is necessary for all rural communities in Japan to carry out a systematic village planning. In other words the populations of all farm villages in Japan should be adjusted on the basis of the standard area of land for the average family and then the surplus populations should be colonized in the new State.

The point upon which too strong emphasis cannot be placed in this connection is that the basic purpose of the colonization of the Continent should be to assist Manchoukuo in her endeavour to build up a land where the ideal of concord among all races is realized. All the plans for Japanese colonization there should therefore be studied from that point of view.

## JAPAN AND ARGENTINA

### BOARD OF INFORMATION

DIPLOMATIC relations between Japan and Argentina began in 1898 with the conclusion of a treaty of commerce and navigation. In July, 1918, the Japanese Legation was established at Buenos Aires. In recent years the relationship, either commercial, political, or cultural, has grown closer and closer. The visit to Japan in February last year of an economic mission headed by Don Fáherino Quintana laid the foundations for strengthening the economic cooperation between the two nations. Recognizing the importance of Japan's position in East Asia and in the world, the Argentine Government has of late come to desire to exchange ambassadors with Japan. The Japanese Government too recognized the important political position of Argentina in the Americas, and with a view to promoting trade between the two countries, raised the Japanese Legation to the status of embassy in December, 1940. A similar action was taken by the Argentine Government. A broadcast in celebration of this event took place on the 18th of the same month, in which the Foreign Ministers of both countries exchanged their congratulatory addresses.

Mr. Rodolfo Moreno, who as Minister Plenipotentiary had been in the country since March, 1939, was appointed the first Argentine Ambassador to Japan and presented the credentials on February 20 of this year. A noted authority on the criminal code, Mr. Moreno held important government posts and later figured conspicuously in the political world of his country as a Conservative member of the House of Deputies. He is also known as a good friend of Japan.

### Argentina a Granary for Europe

Argentina declared her independence from Spain on July 9, 1816, but it was not until May, 1826, that she really became an independent nation. With the adoption of a new constitution in 1853 the present Argentine Republic was founded. The country holds an important place in the international markets as a granary for Europe and one of the greatest meat producers of the world. Possessing the strongest naval forces among the South American States, she assumes the leadership of the Latin American nations in opposition to the Pan-Americanism of the United States. At the first Pan-American

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conference, held at Washington in 1889, the Argentine delegate, Mr. Roques Saenspenia, opposed the proposal for a customs union submitted by the United States, and clarified the basic principles of Argentine foreign policy by declaring the doctrine, "The American Continent for the whole of mankind." It is still fresh in our memory that at the Buenos Aires Pan-American conference of 1936, and at the Lima and Havana conferences, held respectively in 1938 and 1940, the Argentine delegates always advocated the idea that the American Continent exists for the sake of the world, offering dogged resistance to the designs of the United States to gain control over the Americas.

### Geography and Culture

The area of the Latin American country is nearly four and a half times that of the Japanese Empire. Occupying the southeastern part of South America, it is bounded on the east by Brazil and Uruguay, and on the north by Paraguay and Bolivia, while the Andean ranges form its western boundary with Chile. The southeastern part abuts on the Atlantic, there being the British Falkland Islands 300 miles east of its southern extremity. The greater part of the country, save the western and northern portions, is known as the pampas, the vast, fertile plains which have made Argentina one of the leading cereal and meat producing countries of the world.

The population amounts approximately to 13,000,000, to which Spanish and Italian races each contributes 40 per cent. There are also 300,000 inhabitants of German extraction, while the native Indian races, negligible in number, live in the interior. Comprising as it does Latin races for the most part, the Argentines are naturally passionate with an inclination to adventure and heroism, but at the same time they do not lack habits of punctiliousness. They have a keen appreciation of literature, music, and sculpture, an indication that they retain the characteristics common to all Latin races. This accounts for the fact that the capital of Argentina, Buenos Aires, is often called the "Paris of South America." Roman Catholicism is the State religion, but there is freedom for all religious faiths. The constitution only provides that the President and the Vice-President of the Republic must be Roman Catholic in faith. As in most Roman Catholic countries divorce is not legally permitted.

The present prosperity of Argentina may be attributed to the pampas. This agricultural and grazing territory is so fertile that the soil does not become barren even when crops are raised for several years without manuring, and then three years' pasturage by growing reeds, is said to make the soil more fertile than before. It need hardly be said that the agricultural and live-stock products from

the great plains, such as wheat, maize, linseed, cattle and sheep, constitute the mainstay of the national economy of Argentina.

### Principal Products

Principal agricultural products in Argentina are as follows :

	1937	1938
Wheat	6,750	9,150
Maize	9,130	5,150
Linseed	1,850	1,410
Oats	490	730
Barley	650	440

(Figures are in 1,000 metric tons.)

Argentina is the largest producer of linseed in the world, and has the second place as a maize producing country, while she is the sixth greatest wheat producer. As exporter of linseed and maize she stands first with respectively 74 and 59 per cent of the world's exportation; in wheat she ranks second, with 25 per cent of the total world exportation.

Stock raising comes next to agriculture in importance. The figures for the principal live-stock products for 1937 are given below :

Sheep	48,000
Cattle	33,000
Horses	8,000
Pigs	4,000

(Figures are in 1,000.)

In the number of sheep Argentina stands fifth, coming after Australia, the Soviet Union, the United States, and South Africa, while in that of cattle she ranks fourth, next only to India, the United States, and the Soviet Union. As stated above, agriculture and stock farming are the principal industries of the country. Hence the bulk of her exports is in agricultural and live-stock products, and out of the total value of exports for 1940, 1,400,000,000 pesos, nearly half was represented by those products.

### Trade Relations and Foreign Investment

The figures of Argentina's foreign trade in recent years are as follows :

	Exports	Imports
1936	1,655,710	1,116,710
1937	2,311,000	1,557,680
1938	1,400,450	1,460,890
1939	1,570,230	1,338,330
1940	1,426,610	1,079,410

(Figures are in 1,000 pesos.)

The total values of exports and imports for 1939, are 1,570,230,000 and 1,338,330,000 pesos, respectively, and may be divided in percentage as follows according to the countries trading with Argentina :

	Exports	Imports
Great Britain	32.9	18.5
United States	11.9	16.1
Netherlands	7.3	—
Belgium	6.5	6.0
Germany	5.7	8.6
France	4.7	5.2
Brazil	4.2	6.0
Italy	2.1	—
Japan	0.7	0.8
Dutch West Indies	—	3.7
Peru	—	3.7

Among the chief articles of import may be mentioned fibres and manufactures thereof, machinery and rolling-stock, oils and fats, iron and manufactures thereof, alimentary products, chemicals and drugs, etc.

The total value of capital invested in Argentina was roughly estimated at 800,000,000 pounds in 1938, comprising 500,000,000 pounds (62.5 per cent) by Great Britain, 85,000,000 pounds (11.0 per cent) by France, and 69,000,000 pounds (9.0 per cent) by the United States. These foreign investments are chiefly financing the railways and other essential industries.

### The Japanese in Argentina

It is more than thirty years since the Japanese began to settle in Argentina. At present the Japanese immigrants there number about 6,000, most of whom are engaged in agriculture, stock raising, cultivation of fruit, vegetables and flowers, followed by those carrying on dyeing and laundry business, or running restaurants. The fortunes made by such Japanese are estimated to total 20,000,000 yen while the value of production handled by them amounts to scores of millions of yen. Besides these settlers, there are in the Republic those connected with a great many branches and agencies of mercantile concerns in the home country.

ORGANIZATION OF NEIGHBOURS IN TAIWAN<sup>1</sup>BUREAU OF INFORMATION, GOVERNMENT-  
GENERAL OF TAIWAN

WITH regard to the organization of the neighbourly life of the people as an important wartime measure for strengthening the home front, a full account was given in a previous issue of this publication.<sup>2</sup> What was covered in that article, however, was confined to that phase of the people's life in Japan proper; no mention was made of similar efforts rendered in overseas territories. What is presented here is a brief account of the organization of neighbours among the Taiwanese, known as *Ho-kō* (*Pao-Chia*), an old Taiwanese system which was adopted by the Japanese authorities first as an auxiliary agency to the police and later as a communal institution making no small contribution to the cultural and industrial life of the island as well.

## History of the System

This system of the Taiwanese neighbourly organization may be traced back to an early Chinese institution of *Pi-Lu* which existed in the *Chou* Dynasty (1121-249 B.C.) of that country. *Pi* is a group of five families and one *Lu* comprises five *Pi* while four *Lu* form one *Tsu*, five *Tsu* one *Tang* and five *Tang* one *Chou*. These units were governed respectively by chiefs called *Pi-chang*, *Lu-shu*, *Tsu-shih*, *Tang-cheng* and *Chou-chang*. These chiefs kept themselves in close contact with one another in administering to the needs of people and in preserving peace within their respective jurisdictions. Surviving through the rise and fall of dynasties, such as Chin, Han, Wei, Ch'in, the Southern and the Northern, the system was replaced by that of *Pao-Chia* during the Sui (589-618 A.D.) and Tang (618-907) Dynasties. According to the *Pao-Chia* system, ten families form one *Pai*, ten *Pai* one *Chia* and ten *Chia* one *Pao*. They were headed respectively by persons known as *Pai-chang*, *Chia-chang* and *Pao-cheng*, who took charge of police affairs, tax-collection and census registration.

The primary function of the *Pao-Chia* system was to preserve local peace, for which minute regulations were laid down to be

<sup>1</sup> Formosa.

<sup>2</sup> See an article entitled "Community and District Councils" in the January, 1941, issue of TOKYO GAZETTE.

strictly observed, while people entering or leaving the areas under the system were closely watched in order to forestall crimes. Members of the *Pao-Chia* groups were held mutually responsible for conduct, good or bad. Whenever a crime is committed, collective punishment was meted out, thus ensuring peace and order through communal responsibility.

In Taiwan, during the years following the rebellion of *Chu-Iksei* in 1720 (the 60th year of *Kang-hsi* of the Ching Dynasty), remnants of the rebels disturbed peace and order throughout the island. Thereupon, Lan Ting-yuan, a local governor, recommended to the Government the *Pao-Chia* system as the most effective means of pacification. The recommendation was accepted and the system was applied for the first time in 1734 in Taiwan, with no appreciable results, however.

It was 150 years after that the island was ceded to Japan by China. Prior to the Japanese occupation, the island had been suffering from continuous disturbances. From time to time, natives were in revolt, authorities powerless and degenerate, and robbery and banditry were an order of the day. Lawlessness was so marked that the Manchu Government admitted Taiwan to be "an outlying region beyond the reach of civilizing influences of the Government."

When the island became Japanese territory, the Government-General of Taiwan made exhaustive investigations into the conditions of the preceding administrations and also into the customs and institutions of the natives, and discovered that the proper way to secure local well-being was to adopt the *Pao-Chia* system. Later an attempt was made to eliminate the existing defects and develop the essential points of the system, with the result that an Ordinance pertaining to the *Ho-kō* system was promulgated in August, 1898.

## Functions of the System

The most urgent need for the island following its cession to Japan was the assurance of peace and order. It was this requirement that led to the adoption of the *Pao-Chia* system, which was thereafter called *Ho-kō*. Accordingly the original function of the system must necessarily be to ensure peace and security, for which no other system was more fitted. Since the primary purpose in setting up this system has been to secure peace and order, it is essentially an auxiliary agency to the police, cooperating closely with the police force in combating crimes, in preventing infectious diseases and in helping the people in natural calamities.

When, however, peace and order was restored and the cultural level of the people was raised, its function of merely assisting the police was found to be insufficient. Consequently various duties in assisting local administrative affairs have been entrusted to the officers of this communal institution. Under the current emergency it was due to the activities of the *Ho-Kō* groups that the island was able to contribute toward the war funds some 70,000,000 yen and that a considerable quantity of rice was transported to Japan proper in 1939 when she suffered from an unbalanced supply and demand of this staple foodstuff, though Taiwan itself was then in a similar situation.

#### Organization of *Ho-Kō*

*Ho-Kō*, being the smallest organizational unit of the Taiwanese people, is open only to the natives; Japanese from Japan proper and foreigners are not eligible to the membership. The system, as it is reorganized today, differs slightly in organization from that of its predecessor in that ten families make up one *Kō* and ten *Kō* one *Ho*. As in the old system, however, *Ho* is headed by *Hosei* and *Kō* by *Kōcho*. As a rule, *Ho-Kō* groups covering the jurisdiction of an ordinary police sub-station, constitute a standard unit for their federation.

Heads of these neighbourly groups are elected by the heads of houses who are the members of the groups. Their qualifications are: good social standing, more than 20 years in age; free from criminal record; and heads of houses presiding within the area covered by the *Ho-Kō* concerned. Persons thus elected will be duly installed upon approval by the competent authorities.

Each of *Ho* and *Kō* is to organize within its group a youth corps for warding off bandits and for protecting the members in natural calamities. The youth corps is an organization calculated to assist in the execution of police affairs under the direction of police officers. It has a semblance of a fire brigade and a young men's association combined, as existing in Japan proper. It is composed of men physically strong, morally irreproachable, residing within the area covered by the *Ho-Kō* concerned, ranging in age from 17 to 40. The director and vice-director will be elected from among the members, subject to the approval of the competent authorities, which may be obtained through the intermediary of the *Ho-Kō*. Although each of *Ho* and *Kō* may have this corps, as mentioned above, the present practice is to establish it in each *Ho-Kō* federation, while each youth corps federation will be

attached to a police sub-station. The total membership of the youth corps at present is 40,000, the bulk of whom are 20 years of age.

Since the youth corps is an organization ready to act in emergencies, its members must undergo strict training and discipline; and in any emergency, they are expected to serve bravely, even at the risk of life if necessary, under the guidance of police officials.

Thus, it will be seen that the *Ho-Kō* groups are bodies solidly organized on the legal basis, having as their members the native Taiwanese. Be it noted, in this connection, that out of the total population of 6,000,000, the Taiwanese who are of Fukien and Canton extraction, number 5,500,000. These neighbourly groups are the institutions of the people, embracing the entire island. Their success can be accounted for by the fact that they are strongly unified organizations comprising the whole of the native population and that their activities are carried out under stern police discipline. These communal institutions in Taiwan on December 31, 1939, included 5,756 *Ho* and 55,289 *Kō*.

#### *Ho-Kō* in Operation

1. *Pao-Chia Conference*: The *Ho-Kō* conference is the only deliberative organ, dealing with the most important matters regarding the organization, which if decided, will be binding not only on the groups themselves but also on their members. Decisions of the conference have far-reaching consequences; any ill-considered decision will have subversive influence on the organization, retarding normal progress otherwise possible in the localities concerned. Hence, police officers in charge must be present at the conference and give their proper guidance.

The conference is designed not only to discuss affairs pertaining to the groups and make known to the members all laws, ordinances and Government orders, but also to receive solicitations and appeals from them. Indeed, it is a machinery whereby the will and ideas of those who govern may be made known to those who are governed for the guidance of the latter; and the will and ideas of those who are governed will be communicated to those who govern. Thus, the outstanding feature of *Ho-Kō* lies in functioning as intermediaries between the local administrative agencies and the people living within the areas concerned.

2. *Duties of the Head of House*: Inhabitants within the *Ho-Kō* are in duty bound to preserve peace and order within the communities to which they belong. In particular, the head of a family is called

upon to guide the members of his house not to commit any misdeeds conducive to the embarrassment of the entire community. Besides, he is required to furnish information regarding criminals, suspicious characters or persons suspected of infectious diseases ; to give notice concerning changes in census registration, or people in transit or in sojourn ; and also to collect fines and expenses for *Ho-Kō*.

#### Functions of Chiefs of *Ho* and *Kō*

These officers being respectively the executive heads of *Ho* and *Kō*, they will be held responsible for the success or failure of the groups.

Functions of the Chief of *Ho* include : (1) superintendence over the chiefs of *Kō* ; (2) guidance of the inhabitants ; (3) efforts in aid of police officers in searching or arresting. (4) punishment of any person guilty of breaches of the covenant of *Ho-Kō* ; (5) awarding of prizes or giving aid in conformity with the provisions of the covenant ; (6) collection of fines ; (7) handling of various expenses and tax matters ; (8) submission of reports to the police officer with respect to matters to be reported from the inhabitants affecting census registration ; (9) report to a police officer concerning criminals, suspicious characters or persons suspected of infectious diseases.

Among the functions of the chief of *Kō* are : in addition to the functions mentioned above in (3), (8), and (9), as of the chiefs of *Ho*, the chief of *Kō* is required to assist the former in the performance of his official duties ; to conduct the investigation of census registration within the *Kō* area and supervision of persons arriving and leaving the same area ; and to safeguard inhabitants therein.

*Awarding of Prizes and Administering of Relief* : Prizes of value not exceeding 100 yen will be given on the approval thereof by the *Ho-Kō* conference to any inhabitant of *Ho* or member of the youth corps who has rendered meritorious service in safeguarding human life or property, arrested a felon, or become aware of and immediately reported a case prejudicial to public safety, thereby causing it to be nipped in the bud ; and to the chief of *Ho* or of *Kō* or a member of the youth corps, who is upright in his conduct, has faithfully performed his duties, winning an honour to be looked upon by others as their paragon.

Relief may also be accorded, on approval by the *Ho-Kō* conference, to any of the said persons or an inhabitant of *Ho-Kō*, who meets death or suffers illness or wounds in the performance of his duties,

such aid being granted in the form of religious service expenses, relief fund or medical expenses.

*Supervision over Ho-Kō* : There are two kinds of supervision over *Ho-Kō* organizations. The primary supervision is conducted by the chief of the county office, superintendent of police, and the prefectoral branch office, under whose direction local police officers are to exercise their control and guidance of the institution. The secondary supervision is performed by the local governor, who will take charge of such matters as the organization of the *Ho-Kō* system, the sanction of the covenants of *Ho-Kō*, and the official reprimanding of the officers of *Ho-Kō* or the approval of the election of the chiefs of the groups.

## WORKMEN'S ANNUITY INSURANCE

## BOARD OF INSURANCE

A DISTINCT progress has been made in Japan's legislation for the protection of the working class when the much-looked-for workers' annuity insurance system was adopted as an important measure of the wartime labour policy.

The workers' annuity insurance system may well be said to be a State gift to the working people in all branches of industry to help discharge their duty in furthering the expansion of the country's productive capacity. For, to increase and conserve the power and zest for labour is a basic condition for the enhancement of the nation's productive capacity, which is most important in the face of the current international situation.

There may be many other things required to increase and maintain capacity for labour, but hardly anything is more urgent than to secure for industry the service of skilled workers and to keep them well contented and with a sense of security at the first line of industrial production.

It is true that the health insurance system for the benefit of the workers in factories and mines, has been in operation wherein they are aided in the restoration and protection of their health in case of illness or accidents. So far health insurance has contributed toward the promotion of the labour's capacity to produce. However, nothing in the way of safeguarding the livelihood of workers after they have retired on account of old age has existed in this country. Nor have there been similar arrangements for workers in Government enterprises. In reality, the protection, such as the Workmen's Annuity Insurance System proposes to offer, has not yet been extended to workers at large.

As a matter of fact, for the workers who have nothing to fall back upon but their ability to work, the loss or decline of their labouring capacity means a decrease or stoppage of their income. Nothing can be more insecure in the life of workers than old age, disability, and death which means certain loss of incomes. The annuity insurance system assures the working people that they need no longer take thought of the morrow, but that they should continue to labour with hope and zest. The new insurance system will encourage workers to remain on the job to the last and thus acquire technical skill. In combination with the health insurance system, the annuity

insurance will tend to protect and increase their productivity. This in turn will add to the expansion of the nation's capacity for industrial production, thereby rendering an important service to national economy. The health insurance system, which operates on a short fiscal term, wherein the year's disbursements are made out of the incomes for that year, is of little value in the way of national savings as compared with the annuity insurance system, which is carried out on a long-term basis, where the premiums paid in are deposited for a fairly long period of time. This is one of the merits of annuity insurance as a savings institution of great importance. In fact, the reserve fund of the annuity insurance is estimated to total 130 million yen a year, which would amount to 1,500 million yen in the first 10 years. This enormous fund to be accumulated may be employed in purchases of Government bonds, investments in public utilities or toward financing general industrial enterprises. In this manner, the new insurance system will greatly aid the smooth prosecution of national economic and financial policies not only by facilitating the growth of public undertakings but by absorbing the purchasing power of the masses. In the following the essential points of the new system are explained.

#### Essential Points

Workers engaged in factories, mines, and communications services are to be insured compulsively so that, when they retire in old age, become disabled from accidents or die, the State may render assistance to ease their livelihood or that of their families by granting them annuities or lump-sum allowances.

Hitherto, the working class in such circumstances have been left to themselves to seek whatever means of livelihood they may happen to find. With the advent of the annuity insurance system, workers may, by laying aside a portion of their income, obtain all the benefits of insurance in the form of State grants of money, which should prove to be the mainstay in their own or their families' livelihood. In a word, annuity insurance will enable working people, upon retirement, to make future plans for life under the effective protection of the State.

#### Eligibility to Insurance Benefits

There are three classes of the insured; (a) those compulsorily insured, (b) those voluntarily insured, and (c) those voluntarily continuing as insured.

(a) *Those Compulsorily Insured*: Workers who are compelled to take out insurance under the Workmen's Annuity Insurance Law

are those employed in factories, mines, and in communications services which have regular employees of 10 and upward, and which come within the purview of the Health Insurance Law. Only female and temporary employees as well as those employed under some special circumstances are excluded from the compulsory application of this system. For one thing, in this country the public generally expect that female workers will work only for a short period and will certainly marry. They are, therefore, less suitable for annuity insurance which is of necessity a long-term affair. Again, in Japan the duty of supporting the families devolves upon men, so, generally women are expected to be attending to their household duties. And this is another reason for excluding female workers from the compulsory application.

(b) *Those Voluntarily Insured*: As has been already mentioned, the factories, mines and other industrial establishments, to which the workers' annuity insurance system is applicable, must be those coming within the purview of the Health Insurance Law. Of factories and mines subject to the said Law, there are some which must be excluded from the compulsory application of the new system because they employ less than 10 workers, although it is conceivable that a good many of the workers, both men and women, employed in these places may desire to take out annuity insurance. These people are in the same circumstances as workers compulsorily insured under the system, and it is irrational, and even unjust, to deny to them as well as to female workers, who have been excluded from compulsory insurance, the benefits accruing to such workers. Accordingly, the new system provides that they may, with the consent of the employers, apply for and voluntarily take out annuity insurance.

(c) *Those Voluntarily Continuing as Insured*: As a rule the annuity is granted only to persons who have been insured for over 20 years and have reached the age of 55. There may be cases where persons may have been insured for a comparatively long period, nevertheless not entitled to the annuity because the said period is less than 20 years; although, of course, they will not lose anything by being so insured. Only lump-sum allowances granted to such persons are considerably smaller than annuities. It happens, then, that these persons may well wish to complete the stated period even by paying the required premiums themselves and thereby become entitled to the annuity. It is to satisfy this legitimate desire of many persons that the voluntary continuation clause has been provided for in workmen's annuity insurance. Under this provision any worker, who has become ineligible to his insurance after paying premiums

for 14 years or more, may be allowed to renew his insurance by applying for it within a stated period after such disqualification.

#### The Insurer

In view of the fact that annuity insurance involves the accumulation of a substantial amount of premiums on a long-term basis, the insurer must of necessity be absolutely sound financially so as to command confidence of the masses. For this reason it is only natural that the Government should operate the system on its own responsibility.

The benefits of the new insurance are granted in the form of old-age annuity, disability annuity or allowance, and annuity to the family of the deceased. Where workers are no longer insured they are given the surrender allowance.

(a) *Old-age Annuity*: This annuity will be paid to the workers employed in factories, or in communications services who have been insured under the present system for not less than 20 years, upon reaching 55 years of age and during their lifetime after retirement. The amount to be paid to a person who has been insured corresponds to 25 per cent, or one-fourth, of the average yearly wages such a person has been receiving. In the case of a person's service exceeding 20 years, his annuity will be increased by one per cent for each additional year over the 20-year period. For example, a worker who has been insured for 30 years with the average wages of 800 yen a year, he is entitled to an annuity corresponding to 35 per cent of 800 yen, or 280 yen. As has been stated, all this concerns workers in factories and communications services. But in the case of miners, in view of the special conditions under which they labour, the period of insurance in which the annuity becomes ordinarily available is shortened and fixed at 15 years instead of 20 years. In the case of miners who have been insured for 12 years during their 15 years of service, they, too, shall be entitled to the same amount of annuity as in the case of ordinary factory workers; truly the workers in the underground are always well deserving of special consideration.

(b) *Annuity and Allowance for the Disabled*: Because of the tribulation of workers who have been disabled for life and lost their ability to labour, which is their only worldly asset, the insurance provides an annuity of the same amount as in the case of old-age annuity when they become disabled for life, regardless of the cause, after they have worked for not less than 3 years. Where, however, they are still able to take up any other work, they will be given a

lump-sum allowance corresponding in amount to 7 months of the average wages.

(c) *Family Annuity*: The new insurance sees to it that the families of the workers are not turned adrift into the streets upon the death of the workers who are entitled to the annuity under this system. The annuity to the family corresponds to one-half of the amount of the old-age annuity and is granted for a period of 10 years.

(d) *Allowances to the Workers Who have Discontinued their Insurance*: In the case where workers who are insured discontinue insurance before maturity, it is natural that something should be done for them if only to compensate them for what they have paid in by way of premiums. Accordingly, where persons have been insured for not less than 3 years, allowances may be given to them according to the period of insurance up to the maximum amount corresponding to the average pay for 300 days, if they make application for refund within one year after discontinuance of their insurance.

#### Financing the System

For financing all this insurance system, premiums are collected in equal parts from the employers and employees, except in the case of the continuation insurance for which the insured alone are responsible for the whole amount of the premium.

The rate of premium is, in the case of ordinary factory labour, 6.4 sen per yen per diem, and, with workers in the mines, the rate is increased to 8 sen. For example, for a worker in a factory receiving 60 yen a month the premium would be 12.8 sen a day, half the amount being paid by the worker himself. This will amount to 1.90 yen per month for the factory worker; and by paying in this amount for a period of 20 years, the insured person may, upon retirement and upon reaching 55 years of age, receive, supposing the wages remain the same, at least 180 yen a year for the rest of his life. Besides, there are the disability and family annuities and allowances. Obviously all this business cannot be financed by the premium contribution by the employers and employees. In fact, no small portion of the expenditures is borne by the National Treasury, the entire expenses required for running the business being paid by the Government, in addition to the payment of 10 per cent of the insurance money for factory workers and 20 per cent for miners.

#### CONCERNING THE CONCLUSION OF THE MEDIATION OF THE THAI-FRENCH INDO-CHINA BORDER DISPUTE

##### I

—Foreign Minister's Greeting Immediately Preceding the Signing of the Document at the Second Formal Meeting Held on March 11, 1941—

Since an agreement of views has happily been reached between Thailand and French Indo-China at the mediation conference aimed at the solution of border disputes between them, and in order to witness the above-mentioned fact, the plenipotentiaries of the parties concerned, namely, Thailand and French Indo-China, and the Japanese mediation committee shall now initial the terms of mediation.

Although it is needless to mention, I hope that treaty negotiations will be opened immediately by the parties concerned with a view to materializing the terms of mediation to be initialled to-day.

##### II

—Joint Communiqué by Japan, France and Thailand  
Issued by the Board of Information on  
March 11, 1941—

Since the Mediation Conference for the settlement of the Thai-French Indo-China border dispute was opened in Tokyo with its first formal session held on February 7, three informal meetings have been held besides daily individual conversations in which the Mediators have steadily exercised their good offices to bring about an agreement of views of the two countries concerned. As the result of these endeavours it became clear that an agreement could in all probability be reached. The Mediators, therefore, presented a plan of mediation at the fourth informal meeting, held on the 24th of the same month, following which they have continued to persuade the two parties concerned to accept that plan. The Governments of France and Thailand have accepted it with some modifications and have initialled the terms of mediation at 4:00 o'clock this afternoon (March 11).

The essential points of the mediation terms are as follows:

1. France cedes to Thailand the district of Paklay, which

is mentioned in Article II of the Convention between France and Siam of February 13, 1904, and the region lying to the north of the boundary line between the Provinces of Battambang and Pursat and the region lying on the right bank of the Mekong River bounded in south by the line running northward along the Longitude from the point touching Grand Lac and the southernmost end of the boundary line between the Provinces of Siem Reap and Battambang to the crossing point of that Longitude and the line of the 15th degree G of the Latitude and then eastward along that line of the Latitude to the Mekong River. However, a small area lying opposite to Stung Treng is reserved to French Indo-China.

2. All of the above-mentioned ceded territories are to be made demilitarized zones, and French nationals and the people of French Indo-China are to enjoy an absolutely equal treatment with nationals of Thailand throughout these areas with respect to entry, domicile and occupations and their pursuit.

3. The Government of Thailand will respect the mausolea of the Luang Prabang Royal House situated in the triangular zone lying opposite to Luang Prabang, and afford facilities for its preservation and worship, etc.

4. The Mekong frontier will be fixed in accordance with the principle of the deep water channel, but the two islands, namely, Khong and Khone, will, under the sovereignty of Thailand, be jointly administered by France and Thailand, and the existing French establishments on the islands shall belong to France.

In signing the above-mentioned terms of mediation, letters were exchanged between Japan and France and between Japan and Thailand which have clarified to the effect that Japan guarantees the definitive nature of the settlement of the dispute by the aforementioned terms of mediation and that agreements will subsequently be made with respect to the maintenance of peace in Greater East Asia and the establishment and promotion of the specially closer relations between Japan and Thailand and between Japan and French Indo-China.

The friendly and peaceful relations between France and Thailand will thereby be restored and the bond of friendship that binds Japan, France and Thailand will further be strengthened.

## III

—Address of the Foreign Minister, Mr. Yosuke Matsuoka,  
at the Second Formal Meeting of the Mediation  
Conference on March 11, 1941—

Since the Mediation Conference for the purpose of settling the border dispute between Thailand and French Indo-China was opened with its first formal session held on February 7, informal conversations have daily been held with sincere attitude between the representatives of the two countries concerned and the mediating country. Due to the spirit of mutual comprehension and concession on the part of the French and Thai representatives as well as the indefatigable efforts of the mediating country in exercising its good offices, the point of agreement of opinions was happily reached. Signature for confirmation of the agreement has today been completed between the two countries concerned and the mediating country, and the negotiations have thereby reached an amicable conclusion a little more than a month since the opening of the Mediation Conference.

By this signature, the friendly relations between France and Thailand have been restored and the bond of co-existence and co-prosperity of Japan on the one side and those two countries on the other has further been cemented, thereby contributing in some measure toward the establishment of peace in Greater East Asia and the world in general. This has been due to the mutual concession and compromise between France and Thailand which deeply understand the determination and responsibility of the mediating country—a fact to be heartily congratulated upon for the sake of well-being of mankind.

That the representatives of France and Thailand, coming as they did from afar to our capital in the midst of winter, have fulfilled auspiciously their respective missions with the appearance of the first sign of spring, reaping the fruits of their conciliation, is in itself symbolic of the start on the great way toward a lasting peace between France and Thailand and peace and well-being of the entire mankind, which is truly a source of congratulation.

## IV

—Statement of the Foreign Office Issued on  
March 11, 1941—

The plenipotentiaries of France and Thailand signed to-day the terms of mediation presented by Japan concerning the final settlement of the Thai-French Indo-China border dispute. It is exactly

33 days since the first formal meeting took place on February 7, following the conclusion of the armistice agreement between France and Thailand which was done in accordance with Japan's offer of mediation to the two Governments on January 20. Special mention must be made of the fact that such a difficult task has been accomplished in such a short period of time.

A tribute is due to France for assuming an attitude marked with conciliation and concession, thereby facilitating an amicable conclusion of the conference, worthy of a great Power, while Thailand, maintaining a cooperative and friendly attitude throughout the conference, thereby demonstrating her goodwill in contributing to the construction of the new order in East Asia, demands our profound esteem. Last year when the border dispute broke out between Thailand and French Indo-China, Japan took the earliest opportunity to communicate to the two countries her willingness to mediate in an effort to restore tranquillity in that region, but, the effort was not successful, because time was apparently not ripe. The situation was complicated with third powers' machination so that an armed clash took place between the two countries at last. As time passed, the conflagration spread in all directions, bringing about a situation which could not be left alone. It goes without saying that such a development of the situation was a matter of profound regret for Japan who wants to secure tranquillity and order in Greater East Asia at any sacrifice. It is needless to say that Japan absolutely cannot overlook machinations of third powers amidst disturbance, calculated to hamper her mission to establish a sphere of common prosperity throughout Greater East Asia. This is the reason Japan formally offered her mediation to both parties on January 20, this year. Fortunately, Japan's offer was promptly accepted by the Governments of the two countries.

As the first step for the solution of the conflict, an armistice conference was held aboard a Japanese warship off Saigon on January 29. Three days after, namely, March 1, the Armistice Conference was brought to an amicable conclusion, providing for cessation of hostilities for two weeks without delay and immediate convocation of a peace conference in Tokyo.

In accordance with the decisions of the Armistice Conference, the Japanese Government immediately called a Mediation Conference in Tokyo, to which France and Thailand each sent her Plenipotentiaries and their staff of members. Those who participated in the conference exceeded 40 in number, including the Japanese mediators.

The curtain was raised for the Mediation Conference with its first formal meeting on February 7. Several informal meetings

have since been held, with scores of individual conversations taking place between them. The Conference proceedings were not necessarily plain sailing, with the result that armistice had to be extended twice. It is no wonder, when it is remembered that an important issue of territorial cession was involved. Within three weeks of the start of the parley, however, Japan was able to grasp the main points of the contentions of the two countries. Working out a mediation plan which she thought to be just and fair, Japan presented it to the two countries on February 24. The plenipotentiaries of the three countries concerned kept up their negotiations on the basis of this plan. Their conversations were often continued late into night and sometimes until the small hours of the morning. In more than ten days the two countries have accepted the Mediation Plan with some modifications.

The acceptance of the Mediation Plan has not only settled the conflict which might have taken a serious turn if any slip had been made, but also restored the relations of peace and friendship between the two countries and further tightened the strong ligament of mutual existence and prosperity binding Japan and the two countries. It forms a stable corner-stone of the peace fabric in Greater East Asia in particular and in the world in general. It is a matter for profound congratulation for the sake not only of the two countries concerned but also of humanity at large. Especially gratifying is it to Japan who is bending her energies to the establishment of a sphere of common prosperity throughout Greater East Asia because tranquillity and order, secured in South Eastern Asia, forms the most essential factor in the establishment of the projected sphere of co-prosperity and because the materialization of Japan's mediation marks a step forward in the attainment of her task.

Attempts have been made by some of the third powers to obstruct the Mediation Conference by creating phantoms from their base motive and by accusing Japan of seeking her own advantage under the pretext of mediation, but those intrigues have all been exploded and the difficult task of question of mediation has been amicably settled, demonstrating Japan's fair and just attitude.

Negotiation for conclusion of agreement in accordance with the above-mentioned mediation terms is to be finished in the shortest space of time by the Plenipotentiaries of the two countries with friendly attitude and in a spirit of mutual conciliation and concession. No effort shall be wanting on the part of Japan to extend a full measure of assistance and cooperation and to discharge her own responsibility in facilitating the negotiation and also in working out a formula for the prevention of recurrence of the dispute in the future.

—Letter of the Foreign Minister, Mr. Yosuke Matsuoka,  
Addressed to the French Plenipotentiary,  
M. Charles Arsène-Henry—

Tokyo, March 11, 1941.

Your Excellency,

I have the honour to state that the Japanese Government, in view of the greatest importance which they attach to the maintenance of peace in Greater East Asia, have been watching with concern the development of the dispute to which French Indo-China, whose special relations with Japan have grown still closer as a result of the agreement of the 30th August, 1940, is a party against Thailand.

The Japanese Government, from the standpoint of the maintenance of peace in Greater East Asia and recalling the peaceful and friendly spirit which prompted the conclusion of the afore-mentioned agreement between Japan and France, have offered their mediation to the Governments of France and Thailand with a view to bringing to an end the dispute between French Indo-China and Thailand. They, therefore, propose to the Government of France their plan of mediation which is presented on separate sheet with confidence that it will be unconditionally accepted by the latter Government. The Japanese Government are prepared, upon its acceptance by the French Government, to guarantee to the Government of France that the settlement of the said dispute through the mediation plan submitted by them will be definitive and irrevocable.

The Japanese Government, on the other hand, entertain no doubt that the Government of France, on their part, will endeavour for the maintenance of peace in Greater East Asia and especially for the establishment of good neighbourly and amicable relations between Japan and French Indo-China, as well as for the promotion of closer economic relations between Japan and French Indo-China, and that they will declare to the Japanese Government that they will not enter into any agreement or understanding with a third Power or Powers regarding French Indo-China envisaging political, economic or military co-operation aimed either directly or indirectly against Japan.

It is understood that the afore-mentioned guarantee by the Japanese Government and the declaration of the French Government shall by formal documents be confirmed simultaneously with the conclusion of a treaty for the settlement of the dispute between France and Thailand.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest consideration.

—Letter of the French Plenipotentiary, M. Charles Arsène-Henry,  
Addressed to the Foreign Minister, Mr. Yosuke Matsuoka—

Tokyo, the 11th March, 1941.

Monsieur le Ministre,

By the letter under today's date, Your Excellency was good enough to inform me as follows :

[text of the Japanese letter]

I have the honour to acknowledge the receipt of the above letter and to inform Your Excellency that the Government of France are disposed, under the present situation, to accede to the instance of the Japanese Government, although they are not obliged to renounce the benefits of their treaties freely negotiated and concluded with the Government of Thailand, either from the standpoint of the local situation or from that of the fortune of arms. The Government of France, being constantly solicitous of the maintenance of peace of Greater East Asia, have never taken initiative of such a nature as of disturbing that peace, but testify to their fidelity to the basic spirit which inspired the agreement of August 30, 1940, by accepting the Mediation Plan presented on separate sheet. On the basis of that spirit and being desirous of avoiding all kinds of engagement which will involve their possessions in the Far East in a conflict between third Powers, the Government of France hereby declare that they have no intention of entering into any agreement or understanding with a third Power or Powers regarding French Indo-China envisaging political, economic or military co-operation aimed either directly or indirectly against Japan. Moreover, it is expected by the Government of France that the Government of Japan will assure the strict observance of the agreement of the 30th of August, 1940, and the subsequent military arrangements.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest consideration.

## VII

Letter of the Foreign Minister, Mr. Yosuke Matsuoka,  
Addressed to the Thai Plenipotentiary, His Serene  
Highness Prince Vanvaidyakara Varavarn

Tokyo, March 11, 1941.

Your Highness,

I have the honour to state that the Japanese Government, in view of the greatest importance which they attach to the maintenance of peace in Greater East Asia, have been watching with concern the development of the dispute to which Thailand, whose special relations with Japan have grown still closer as a result of the treaty of the 12th June, 1940, is a party against French Indo-China.

The Japanese Government, from the standpoint of the maintenance of peace in Greater East Asia and recalling the peaceful and friendly spirit which prompted the conclusion of the afore-mentioned treaty between Japan and Thailand, have offered their mediation to the Governments of Thailand and France with a view to bringing to an end the dispute between Thailand and French Indo-China. They, therefore, propose to the Government of Thailand their plan of mediation which is presented on separate sheet with confidence that it will be unconditionally accepted by the latter Government. The Japanese Government are prepared, upon its acceptance by the Thai Government, to guarantee to the Government of Thailand that the settlement of the said dispute through the mediation plan submitted by them will be definitive and irrevocable.

The Japanese Government, on the other hand, entertain no doubt that the Government of Thailand, on their part, will endeavour for the maintenance of peace in Greater East Asia and especially for the establishment of good neighbourly and amicable relations between Japan and Thailand, as well as for the promotion of closer economic relations between Japan and Thailand, and that they will declare to the Japanese Government that they will not enter into any agreement or understanding with a third Power or Powers envisaging political, economic or military co-operation aimed either directly or indirectly against Japan.

It is understood that the afore-mentioned guarantee by the Japanese Government and the declaration of the Thai Government shall by formal documents be confirmed simultaneously with the conclusion of a treaty for the settlement of the dispute between Thailand and France.

I avail myself of this opportunity to renew to Your Highness the assurance of my highest consideration.

## VIII

—Letter of the Thai Plenipotentiary, His Serene Highness  
Vanvaidyakara Varavarn, Addressed to the Foreign  
Minister, Mr. Yosuke Matsuoka—

Tokyo, the 11th March, 1941.

Monsieur le Ministre,

By the letter under today's date, Your Excellency was good enough to inform me as follows :

[text of the Japanese letter]

I have the honour to acknowledge the receipt of the above letter and to inform Your Excellency that the Government of Thailand are disposed, under the present situation, to accede to the instance of the Japanese Government, although they are not obliged to do so either from the standpoint of the local situation or from that of the fortune of arms. The Government of Thailand, being constantly solicitous of the maintenance of peace of Greater East Asia, have never taken initiative of such a nature as of disturbing that peace, but testify to their fidelity to the basic spirit which inspired the treaty of June 12, 1940, by accepting the Mediation Plan presented on separate sheet. On the basis of that spirit and being desirous of avoiding all kinds of engagement which will involve their country in a conflict between third Powers, the Government of Thailand hereby declare that they have no intention of entering into any agreement or understanding with a third Power or Powers envisaging political, economic or military cooperation aimed either directly or indirectly against Japan. Moreover, it is expected by the Government of Thailand that the Government of Japan will assure the strict observance of the treaty of the 12th of June, 1940.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest consideration.

## CONCERNING THE TRIP TO EUROPE OF THE FOREIGN MINISTER, MR. YOSUKE MATSUOKA

—Announcement by the Foreign Office on March 11, 1941—

Foreign Minister Mr. Matsuoka will shortly visit Germany and Italy to exchange personal felicitations with and meet the leaders of Germany and Italy in connection with the conclusion of the Tripartite Pact. The views regarding the intended trip were exchanged between the three Governments at the time of the conclusion of the Treaty but the duties of the Foreign Minister have so far prevented him from acting thereon.

The Minister will incidentally avail himself of the opportunity to make a personal observation, on the spot, of the situation in Europe.

### MEMBERS OF THE SUITE OF THE FOREIGN MINISTER MR. YOSUKE MATSUOKA ON HIS TRIP TO EUROPE

#### *Foreign Office*

Tamao Sakamoto	Director of the Bureau of European and Asiatic Affairs
Toshikazu Kase	Secretary to the Foreign Minister
Shinsaku Hogen	Secretary in the Foreign Office
Shinichi Hasegawa	Research Secretary in the Foreign Office
Yoshio Noguchi	Secretary-interpreter
Shirokichi Kusano	Chancellor in the Foreign Office
Mitsugoro Funakoshi	Chancellor in the Foreign Office
Toshikazu Nakanishi	Extra Secretary to the Foreign Office
Kinkazu Saionji	Extra Secretary to the Foreign Office

#### *War Ministry*

Yatsuji Nagai	Colonel
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#### *Navy Ministry*

Shigeru Fujii	Commander
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Mr. Niichi Okamura, special correspondent of the Domei News Agency, will make a trip with the party.

## CONCERNING THE UNDERSTANDING BETWEEN JAPAN AND VENEZUELA

—Announcement by the Board of Information,  
on March 18, 1941—

The understanding between Japan and Venezuela by which Japan undertook since July 1, 1939, to purchase as much of Venezuelan products as possible and Venezuela agreed not to adopt unreasonably restrictive measures against Japanese goods for reason of un-equilibrium of trade between the two countries expired at the end of February of this year. The Japanese Government have conducted, in view of the importance of Venezuela as a market for our exports, negotiations with the Venezuelan Government through our representatives there for the conclusion of a new understanding for similar purpose. As a result, an understanding was reached on March 11, by which the two countries will adjust their trade relations for a year beginning March 11, on the basis of the understanding concluded on July 1, 1939.

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